

THE DEPARTMENT OF THE NAVY
AND PUBLIC PRINTING

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PREFACE

Responding to the far-reaching influences of an ever increasing operational and informational demand on Government and the Federal Agencies, public printing and the publication of documents is assuming an increasingly important position in the nation's economy. On one hand, under the controls of Congress imposed by the laws of the past century, and, on the other hand, attempting to meet the requirements of a mechanized space age.

Because of the ominous unrest of our times, it is now more important than ever before to have a basic understanding of many things which we are too often tempted to take for granted. This is particularly true of public printing and the publication of documents.

The major effort in this paper has been an attempt to bring together some of the vast amount of material on the relationships and involvement of the printed word and governmental expenditures. The point of view is largely historical and descriptive.

Grateful acknowledgement is made to all the offices and individuals who so freely gave of their time and sources of information to assist me in this effort. My appreciation to Captain Rex W. Crook, U. S. Marine Corps, and the Publications and Printing Section in Headquarters, U. S. Marine Corps, who

through their efforts have contributed materially to printing and publications management in the U. S. Marine Corps. Particular appreciation is extended to Mr. Harry Kamien, Publications Division, Administrative Office, Department of the Navy, who through his expert knowledge and vast reservoir of information on the subject provided guidance and extensive research material. Any omissions or commissions of fact are accepted as my responsibility.

CHAPTER I

CONGRESS AND PRINTING AND PUBLICATIONS

Today's production and distribution of the printed, duplicated, processed, or reproduced material required by the executive departments is regulated by laws which were originally established on the premise that the public should be provided with information by Congress. This premise is stated in a resolution passed by the Continental Congress in 1777, authorizing

the Committee of Intelligence to take the most speedy and effective measures for getting a printing press erected in Yorktown, for the purpose of conveying to the public the intelligence that Congress may from time to time receive.

With the growth of the legislative and executive branches of our Government, additional legislation was established, requiring the submission of reports by those branches to Congress, and requiring them also to provide certain information to the public. The requirement of the executive branches to provide information and reports to Congress and the public, and to provide the "printed" material necessary for operation of the branches is stated within the legislation establishing those branches.

The costs of producing and distributing information and reports became an almost immediate concern of Congress. An attempt to control these costs was made through additional

legislation, by using elected printers, through contracts with commercial printing firms, and by a series of continuing studies and surveys of "public printing" or "printing, binding, and blankbook work", or "printing and publications", or "printing and processing".

From the Annals of Congress, we find that Thomas Jefferson was severely criticized for spending \$520.75 on five hundred copies of a report to Congress. Later, we find a committee investigating printing costs in 1892 re-affirming a report made by a similar committee in 1828 which stated that

Large documents are directed to be printed which in fact are altogether useless, and the evil is greatly increased when numerous copies are ordered, which in many cases swell the profits of the printer without corresponding benefits to the country. The size of the public documents is unnecessarily large, which arises from a habit of prolixity and detail into which the Departments are all liable to fall. . . .

By 1895, the volume of laws governing public printing was such that consolidation was absolutely necessary. This consolidation resulted in an Act which redefined the authority of a Congressional Joint Committee on Printing and established the responsibilities of a Public Printer and a Superintendent of Documents.¹ In addition, this Act recognized the fact that the executive departments had established printing plants to meet their needs and placed these plants, with one exception, under the direction and control of the Public Printer.²

Executive Orders and Committees

Despite legislation and continuing studies and surveys,

¹Printing Law of 1895, in U. S., Title 44, U. S. Code, 1, 33, 71.

²Ibid., 60, 61.

limitation, by which the subject is limited to the
subject-matter of the question, and by which the subject is
not allowed to go outside the limits of the question, and
the answer is given in a direct and unqualified manner.

There are three kinds of questions, the first kind being
the most common, the second kind being the most difficult,
and the third kind being the most important. The first kind
is the most common, and is the most difficult, and the third
kind is the most important, and is the most difficult.

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costs of production and delays in production and distribution of "public" printing still presented problems to the executive departments as late as 1906. On 20 January of that year, President Theodore Roosevelt published Executive Order No. 397 which directed that the head of each executive department appoint an advisory committee on printing and publications. In brief, these committees were

to see that unnecessary matter is excluded . . . to see that copy is carefully edited . . . to do away with the publication of unnecessary tables . . . to supervise the preparation of blank forms . . . to require the frequent revision of mailing lists . . . to prevent duplication of printing . . . to exclude unnecessary illustrations . . . to prevent the printing of the maximum edition required by law, when a smaller edition will suffice . . . to recommend needed changes in the statutes governing department publications. . . .

Executive Order No. 397 has not been cancelled or superseded. However, on 22 July 1921 the Director of the Bureau of the Budget issued Budget Circular No. 14 which established a Permanent Conference on Printing. The Conference was composed of a representative from each agency in the executive branch, with the Public Printer as Chairman. The purpose of the Conference was to investigate and propose uniform standards, businesslike methods, and proper economies in the public printing, binding, and distribution of Government publications. Executive Order No. 6166, of June 10, 1933, abolished the Conference.

In 1937 a special committee was designated at the suggestion of the Chairman of the Joint Committee on Printing to review the current situation in the executive branch. As a result of one of the principal recommendations of this special committee, an Interdepartmental Committee on Printing and

Processing was established by Executive Order No. 7998, issued October 29, 1938 by President Franklin D. Roosevelt. R. H. Moses, Assistant Chief Clerk and Budget Clerk, was the Navy representative on this Committee, which was chaired by V. L. Almond, Chief Investigator, Bureau of the Budget. The Committee was established to

promulgate rules and regulations relating to the establishment, coordination, and maintenance of uniform policies and procedures, consistent with law, for the efficient and economical utilization of printing and processing in the executive branch of the Government.

The Interdepartmental Committee issued a report which made the following recommendations:

For Legislative Action:

1. Make applicable to all agencies (including emergency agencies and Government corporations) the general laws and regulations relating to printing and distribution.
2. Establish a plan or system to facilitate the sale of printed publications.
3. Authorize the heads of all agencies to sell processed materials.
4. Vest in the Bureau of the Budget authority to establish uniform standards governing the printing, processing, and distribution activities of the executive branch of the Government.
5. Permit agencies, under certain circumstances, to mail limited numbers of printed publications.
6. Make printing and binding funds appropriated to executive agencies available for the purchase of commercially reprinted and available reprints of matter of value to the agencies.

For Action by Executive Order or Through the Bureau of the Budget on Recommendation of the Interdepartmental Committee:

1. Establish within the individual agencies to the extent that it has not yet been done, coordinating service for printing, processing, and distribution.

2. Establish a formula for the guidance of all concerned in determining what types of matter must be printed and what types may be processed.
3. Eliminate wasteful distribution of printed and processed material.
4. Standardize blank forms.
5. Discontinue, in whole or in part, certain annual and special reports, and discontinue, in whole or in part, or restrict the frequency of items or periodicals.
6. Instruct the heads of agencies to centralize processing units, modernize equipment and procedures, and maintain cost records.
7. Issue instructions to be uniformly observed in order to eliminate expenditures for author's corrections in printed matter.
8. Establish a procedure on "expedite" orders on the Government Printing Office to reduce expenditures and speed service on emergency jobs.
9. Require the coordinating service in each agency to keep to the minimum the volume of metal held at the Government Printing Office in type or plate form.³

Executive Order No. 7998 has not been officially cancelled or superseded. However, other studies and surveys of printing, duplicating, processing, or reproduction in the executive departments are still being made. As recently as January 1957, the Committee on House Administration published a report on Publications Management. The conclusions of this report, which was prepared by a Subcommittee to Study Federal Printing and Paperwork, were, in brief form, that

The study indicated need for the enactment of new and revised legislation to correct some unsatisfactory conditions and wasteful practices which stem largely from the provisions of outmoded laws. When drafting

³First Report of the Interdepartmental Committee on Printing and Processing established by Executive Order No. 7998, October 29, 1938.

the new and revised legislation, appropriate consideration should be given to the following subjects:

Definition of the terms "Government publication" and "document". The terms "Government publication" and "document" are used inconsistently in several sections of the printing law (U. S. C. title 44). . . .

Department and agency publications media (series of publications) . . . publications currently being issued . . . which do not constitute a part of any series of publications indicates the need for legislation which would require the heads of departments . . . to establish appropriate series of publications to identify types of informational material which must necessarily be issued to fulfill the mission and function of the . . . departments. . . .

Congressional publications media (series of publications). . . . The enactment of legislation is needed which would permit less than the "usual number" of some classes of documents and reports to be printed. . . . The enactment of legislation is needed which would provide for hearings to be serially numbered and appropriately identified. . . .

Superintendent of Documents distribution of publications for departments and agencies.-- . . . There is apparent need to modify the provisions of title 44, United States Code, Section 95, to permit departments and agencies to mail such copies of their publications, except those printed by the Government Printing Office . . . whenever timely or economical advantage could be obtained by department . . . distribution.

Government Printing Office distribution of publications.-- The enactment of legislation is needed . . . (to) permit the Government Printing Office to charge to the issuing department or agency the cost of printing those publications required for distribution to (depository libraries, the Library of Congress, international exchange, the House and Senate document rooms, the House and Senate Libraries, and the National Archives). . . .

Lists and catalogs of Government publications.--A legal requirement that each department and agency furnish the Superintendent of Documents with a list of publications issued by them each month should contribute much to the completeness of the listings contained in the Monthly Catalog. . . .

Congressional distribution of publications.--The enactment of legislation . . . has long been needed to minimize waste in the congressional distribution of publications through the House and Senate folding rooms. . . .

International exchange of Government publications.--

. . . Need for the enactment of revised legislation is indicated which requires the Public Printer to print and deliver to the Smithsonian Institute only such quantities of those publications which the Library of Congress determines to be desired.

Sale of publications . . . There is need for enactment of legislation which will clearly set forth the policy of the Government so as to distinguish between those publications which may be distributed to the public without cost . . . and those which must be purchased from the Superintendent of Documents. . . .

Distribution of standard forms . . . The overall logistical considerations relative to the requisitioning, production, shipping, storage, and distribution of standard forms and paper required therefor indicates need for modification of some existing procedures. . . .

Joint Committee on Printing regulation of department and agency publications.--The Bureau of the Budget, in accordance with the provisions of title 44, United States Code, Section 220, considers requests for the approval of periodical publications. Bureau of the Budget Circular A-3, pertaining thereto, makes reference to some provisions of the Joint Committee on Printing Regulations, including revision of mailing lists, illustrations, and advertisements.

It would appear that the above-cited provisions of the Joint Committee on Printing Regulations and some additional provisions of those regulations which are applicable, not only to periodical publications but to Government publications generally, should become permanent law.

Distribution of publications to depository libraries.--

. . . The outmoded depository library law . . . is in need of major revision in order to best service present-day needs. . . .⁴

⁴U. S., Congress, House, Committee on House Administration, Publications Management, 84th Congress, 2nd Sess., 1957, H. Rept. 2945, No. 1202, Part II, Union Calendar.

CHAPTER II

THE PUBLICATIONS AND PRINTING PROGRAM IN THE DEPARTMENT OF THE NAVY

Prior to 1941 the Operating Forces, the bureaus and offices of the Department of the Navy, and their field activities exercised an almost complete autonomy in providing for their publications and printing requirements. They made their own interpretations as to what was considered "printing" and forwarded requisitions for such printing to the Government Printing Office through the Chief Clerk of the Department of the Navy. No coordinated attempt was made to control the procurement and use of equipment, materials and supplies by the Department to produce material which was not considered to be "printing", but rather "duplicating", "processing", "reproduction", or any other of a variety of terms. Interpretation of rules, regulations, circulars and decisions was left to the individual bureaus and offices, based on their specialized requirements or their mission and task.

The first positive action by the Department of the Navy to provide for coordinated management of "printing", "duplicating", "reproduction", or "processing" requirements through a publications and printing program was taken in 1941 as a result of recommendations made by a management consultant

firm.¹ Positive Bureau of the Budget requirements also made this necessary.² By this action, the Secretary of the Navy established a Publications Division in the Secretary's Office (Administrative Office) to

review, investigate, coordinate, and made determinations with respect to preparation and production of reports, publications, and other printed or processed material and the distribution thereof . . . review, elimination, revision and standardization of forms . . . review of annual and special reports and periodicals with the objective of discontinuance wherever possible . . . centralization of processing equipment. . . .³

Publications Control Board

Emergency conditions created by World War II brought all the problem areas affecting publications and printing into sharp focus, and additional responsibilities were assigned to meet those conditions. On 8 January 1944 the Secretary of the Navy established a Publications Control Board for the purpose of

recommending, for promulgation by the Assistant Secretary, policies for carrying out the intent of applicable rules and regulations covering the necessity of publication, economy of format and economy of distribution of all printed and processed material coming under the cognizance of the Navy Department, and of clarifying or augmenting such policies, when necessary. . . . Membership of the Board shall consist of the Administrative Officer, Navy Department as senior member; a representative of the Secretary of the Navy; and a representative of the Vice Chief of Naval Operations with the Director of Publications, Administrative Office, as technical advisor.

¹Survey of Printing Requirements in the Department of the Navy, Prepared by the Management Consultant Firm, Booz, Fry, Allen and Hamilton, August 1941.

²U. S., Executive Office of the President, Bureau of the Budget, Budget Circular No. 379, 5 September 1941.

³Letter from the Assistant Secretary of the Navy, Establishment of the Publications Division in the Office of the Secretary of the Navy, 7 October 1941.

The Publications Division was assigned the responsibility for carrying out the approved policies of the Board.⁴ In March, 1944 the Board issued the first Navy-wide "Rules, Regulations and Policies on Printed or Processed Material, NAVEXOS P-35". These were revised in November 1945 and issued as the "Rules, Regulations, Policies and Standards for the Control of Navy Publications and Printing" and are still in effect. The letter which promulgated these Rules also disestablished the Publications Control Board, with the Administrative Officer, Department of the Navy acting for the Secretary and the Under-Secretary of the Navy, in its place.⁵

Publications and Printing Control Committee

A Publications and Printing Control Committee was established by Secretary of the Navy W. J. Kenney on 11 September 1946. This Committee has been succeeded by a Navy Publications and Printing Control Committee.⁶

The present Committee is chaired by the Administrative Assistant to the Secretary of the Navy. (Note: the Administrative Assistant has been assigned responsibility, in accordance with General Order No. 5, for "printing and publications, including regulations and controls thereof".) Members of the Committee are the Deputy Comptroller of the Navy and the Deputy Chief of Naval Operations (Administrative) with the Director of Publications acting as recorder and technical adviser. The

⁴Letter from the Secretary of the Navy, Control of Navy Department Printing and Processing, 8 January 1944.

⁵Letter from the Secretary of the Navy, Rules, Regulations, Policies and Standards, 12 December 1945.

⁶Navy Publications and Printing Control Committee, Office of the Secretary of the Navy, SECNAVINST 5420.4, 30 January 1953.

mission and authority of the Committee, as assigned by the Secretary,

. . . responsibility for eliminating nonessential printing, processing, and binding; for promoting efficient scheduling of printing projects; and for achieving effective budgetary controls over, and effective planning of, Navy publications and printing. The Committee is responsible for the review and control of all Navy publications and all printed and processed matter (including Marine Corps departmental printing, and instruction and maintenance publications procured for the Navy from commercial organizations). The Committee also is responsible for reviewing the necessity to the naval mission of said publications and printed and processed matter; for requiring economy in design production, and distribution; and for eliminating duplication of effort.

Authority is hereby delegated to the Navy Publications and Printing Control Committee to review and to approve or reject all current and proposed Navy publications and printed and processed matter. The Committee is authorized to limit in accordance with economy and necessity the scope, format, method of production, and distribution of such matter and to order and effect consolidations or joint issues where duplications exist. Responsibility is delegated to the Committee for the establishment of such additional policies, standards, procedures, and regulations governing printing, processing, binding, and distribution of publications and printed matter in the Navy as may be necessary, revising them as conditions require. The Committee may require from the bureaus and offices of the Navy Department such information as it may need to accomplish these objectives. The Committee shall have the power further to delegate its authority to bureau or office reviewing agents within such limits as it may prescribe and to appoint and empower subcommittees from time to time as necessary.⁷

A Subcommittee assists the Navy Publications and Printing Control Committee. This Subcommittee is chaired by the Director of Publications, and its members are the heads of the publications management organizations of the components of the Department of the Navy. The duties and responsibilities assign-

⁷Assignment of Duties and Responsibilities, Office of the Secretary of the Navy, SECNAVINST 5430.7A, 23 October 1954.

ed to the Subcommittee are

. . . To consider and act upon matters of a technical nature pertaining to publications and printing.

To refer to the full committee matters of a policy nature which comes to the attention of the subcommittee in the course of its studies of technical matters.

To institute a continuing survey of all Navy periodicals and pamphlets to determine where economies of funds and manpower can be effected in their preparation, production, and distribution.⁸

Administrative Office

The duties and responsibilities of the Administrative Office, Department of the Navy, as related to the Publications and Printing Program, were restated in July 1953. These duties and responsibilities are to

Exercise technical control over and coordinate the printing and publications program through the interpretation, administration, and promulgation of all rules, regulations, policies, and standards pertaining to planning, preparation, production, procurement and distribution of Navy printed material except registered publications. Exercise direct management over and operate the Defense Printing Service, Washington, the Navy Printing Service, and the Navy Central Publications Distribution System. Provide for the Navy Department graphic, editorial, and services, as required. Be governed by the provisions of SECNAV Instruction 5450.1 insofar as the district publications and printing offices are concerned. Exercise technical control over printing plants and equipment as specified in NAVEXOS P-35. Act as sole Navy liaison with the Joint Committee on Printing and the Government Printing Office; maintain liaison with Government departments or agencies on matters pertaining to publications and printing.⁹

Management and operation of policies affecting the Navy Central Publications Distribution System have been revised. SECNAVINST 5605.6 of 20 April 56 states that

⁸Responsibilities of Navy Publications and Printing Control Subcommittee, Office of the Secretary of the Navy, SECNAVINST 5420.5, 30 January 1953.

⁹Statement of Functions and Responsibilities of Administrative Office, Department of the Navy, Office of the Secretary of the Navy, SECNAVINST 5430.12, 16 July 1953.

Publications and forms currently controlled by the Navy Central Publications Distribution System and the Bureau of Supplies and Accounts will be consolidated under the control of one central inventory control point within the Department of the Navy. . . . This central inventory control point, when established, will be under the management control of the Bureau of Supplies and Accounts and the technical control of the Administrative Officer, Navy Department. . . .

Publications Division

As of 3 September 1956, the functions, duties, and responsibilities of the Publications Division are as follows:

Exercises technical control over and coordinates the Department of the Navy's Publications and Printing Program through the interpreting, promulgation and administration of all rules, regulations, policies, and standards pertaining to planning, preparation, procurement, production and distribution of Navy publications and printed material except registered publications.

Exercises management and operational control over the Defense Printing Service, Washington. (Note: the Defense Printing Service, operating under the Navy Industrial Fund, is chartered to provide common printing services at the seat of government for the departments and agencies of the Department of Defense).

Exercises general supervision and responsibility including technical control over district and command publications and printing offices; promulgates the duties, organizational patterns, instructions, and procedures to the respective commandants and commanders, for guidance in carrying out the function of the Publications and Printing Office. Provides funds and personnel ceilings for their operation and exercises management and operational control over the Navy Printing Service.

Maintains technical control over the publications distribution systems of the Navy.

Exercises technical control over all Navy printing plants and over printing and allied equipment within the purview of the Joint Committee on Printing. Acts as sole Navy liaison with the Joint Committee on Printing and the Government Printing Office; main-

tains liaison with Government agencies or departments on matters pertaining to publications and printing.

Provides recorder and technical advisory service for the Navy Publications and Printing Control Committee; directs and chairs the Navy Publications and Printing Control Subcommittee, which is composed of the heads of the publications management organizations of the components of the Navy Department.

Provides for the control and maintenance of accounting data in the Defense Printing Service and Navy Printing Service and for the continuing review and analysis of the management effectiveness of their operations.¹⁰

The organization and administration of the Publications and Printing Program follows the same organizational lines as the Basic Naval Establishment Plan. Experience has shown that this organization is well designed for the task of providing the Naval Establishment with an efficient and economical publications and printing program and at the same time providing for effective liaison with the Congressional Joint Committee on Printing, the Government Printing Office, the Bureau of the Budget, the Comptroller General, the General Services Administration, other military departments, the Department of Defense, other departments and agencies of the government, and with private industry.

Department Components

The duties and responsibilities of the components of the Department in relation to the Publications and Printing Program are outlined in the 1945 edition of NAVEXOS P-35. A revised version of those duties and responsibilities has been prepared

¹⁰ Organization of the Administrative Office, Navy Department, Office of the Administrative Officer, Department of the Navy, AOINST 5430.1C, 1 September 1956.

by the Navy Publications and Printing Control Subcommittee which reads as follows

COMPONENTS OF THE NAVY DEPARTMENT. Each component (bureau or office) shall establish and maintain a central publications control organization which shall act as the sole component liaison with the Administrative Office in matters pertaining to the publications and printing program, and furnish reports and records as may be required by the Administrative Office, and be responsible for:

- a. The application of rules, regulations, policies, and standard promulgated by the Administrative Assistant to the Secretary of the Navy.
- b. The technical and editorial content of whatever publications may be required for the fulfillment of their assigned missions.
- c. The planning of their publications.
- d. Determining to whom publications shall go and originating initial instructions for distribution.
- e. Providing for the same general clearance of publications originated by field activities under their cognizance by either:
 - (1) Directly applying a, b, c and d, above, or notice to the publications and printing office of the naval district in which a field activity may be located.

CHAPTER III

MANAGEMENT OF FIELD PRINTING

Government printing has always presented a double-edged problem. To the Naval Establishment, the problem lies in assuring that printed, duplicated or reproduced material is available to those that need it--at the right time, in the right place, and in proper quantities. At the same time, the Navy is faced with the problem of preventing or eliminating " . . . any neglect, delay, duplication or waste in the public printing and binding and the distribution of . . . publications", and also assuring that the content and format comply with regulations and that the procurement and use of production equipment and materials also comply with regulations. In addition to the actual requirements and legislation affecting those requirements, the Publications and Printing Program is affected to a considerable extent by the interest of the printing or graphic arts industry in the production and procurement of requirements, particularly in the field.

District Publications and Printing Offices

The Department of the Navy currently operates 28 authorized field printing plants in the Navy and Marine Corps. This includes district publications and printing offices and branches of such offices. The Hydrographic office operates a plant in Suitland, Maryland, and the Department of the Navy manages the

Defense Printing Service plant in Washington, D. C. Both of these are considered to be departmental plants.

Joint Committee on Printing Regulations

The establishment and operation of Department of the Navy's printing plants is based on public law, and is controlled by regulations of the Joint Committee on Printing. Departmental plants are authorized under Title V of the regulations, and field plants are authorized under Title VI, which states that

The plants hereinafter named are authorized to do such field printing as may be urgent or necessary to have done for the use of any field service, the need for which originates and is for use primarily in the geographical area of origin, provided the same is within the limitations of available appropriations and the regulations and authorizations of this committee. The production of departmental printing in these plants may be accomplished only if approved by the Joint Committee on Printing. . . .

The regulations stipulate that "No printing plant, as defined by . . . these regulations, shall be operated without prior authorization by the Joint Committee on Printing". Printing plants are defined as " . . . any plant for printing, binding or blank-book work owned or operated wholly or in part by the Government or at Government expense, and shall include all such plants located on property owned or controlled by the Government. . . ."¹

Title 44

The operation of field printing plants is covered in Section III, Title 44, U. S. Code, which states that

¹ U. S., Congress, Joint Committee on Printing, Plant Authorization, Printing and Binding Regulations 1959, 1, 3, 33.

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all printing, binding, and blank-book work for . . . every executive department . . . shall be done at the Government Printing Office, except . . . (2) printing in field printing plants operated by any such executive department. . . .

AMENDMENTS

1949--Act July 5, 1949 amended section in order to permit essential Government printing to be produced in field printing shops.

As a matter of interest, however, Sections 60 and 61 of Title 44 U. S. Code also contain provisions on printing plants. Section 60 provides that

All printing offices in the departments in operation on January 12, 1895, or thereafter put in operation, shall be considered a part of the Government Printing Office, and shall be under the control of the Public Printer . . . and all paper and material of every kind used in the said offices . . . shall be supplied by the Public Printer; and all persons employed in said printing offices and binderies shall be appointed by the Public Printer. . . .

Section 61 states that

No money appropriated by any act shall be used for maintaining more than one branch of the Government Printing Office in any one building occupied by any executive department . . . nor shall any branch of the Government Printing Office be established unless specifically authorized by law.

As of this date, the provisions of Sections 60 and 61 have not been applied to Navy's departmental or field plants.

Department of the Navy Printing Service

All 27 field printing plants in the district publications and printing offices and their branches now operate under the Navy Industrial Fund and in accordance with the terms of the Navy Printing Service Charter as stated in ND Bulletin 51-664 of 27 September 1951. In brief, the Charter and the promulgating letter state that

. . . The Administrative Office, Navy Department, will continue to exercise management and technical control over the Navy Publications Program and will issue such instructions as may be necessary to implement . . . (the Charter)

. . . The "Navy Printing Service" is a descriptive and collective term used for the purpose of providing for the use of the Navy Industrial Fund in financing the cost of the printing services and operations carried on at Navy field activities ashore within the authority and responsibility vested by the Secretary of the Navy in the Administrative Office, Navy Department. The Navy Printing Service is authorized, beginning 1 September 1951, to finance field operations at. . .

. . . The Navy Printing Service shall operate under the management and operating control of the Administrative Office, Department of the Navy.

. . . The function of the Navy Printing Service is to provide the nondepartmental activities and commands of the Department of the Navy and other agencies of the Department of Defense with such of the . . . printing services as the needs of the area served by individual establishments may require. . . .

. . . Inventories of printing equipment . . . now on hand in existing Navy district publications and printing Offices and transferred to the custody and control of the Navy Printing Service, shall be without credit to the appropriations of the activities concerned. . . .²

Publications and Printing Control Committee Policy Statement

In a memorandum submitted to the Secretary of the Navy on 27 April 1955, the Navy Publications and Printing Control Committee made a statement of fundamental policy with respect to operation of field printing, duplicating, and reproduction facilities. This statement, which was approved by the Secretary is as follows:

. . . as a basis for the organization of printing, duplicating, and reproduction facilities in all Naval Districts, the Committee feels it important

²Navy Printing Service Charter, Office of the Secretary of the Navy, ND Bulletin 51-664, 27 September 1951.

to express the principles on which its actions are based. These are as follows:

1. To the extent that service requirements can be met expeditiously, printing facilities should be consolidated within geographical areas to assure the optimum in professional management and in economical use of manpower and equipment.
2. Printing, as defined by the Regulations of the Joint Committee on Printing, is essentially an administrative service and in the absence of a fully justified local need should be provided by the system of consolidated printing plants operated by the Navy Printing Service.
3. Duplicating, involving the production of multiple copies using office type duplicating equipment not subject to the control of the Joint Committee on Printing, is essentially an administrative tool of management. Where such facilities are used in direct implementation of the command function and/or as a part of procedural systems of an activity of the Navy, the management of such facilities should normally be the responsibility of the Commanding Officer.
4. Reproduction, including the production of copies of material by photographic and related blueprint, diazo, and photostatic processes, when used to support engineering and operating functions of a major activity, is considered to be a direct responsibility of the Commanding Officer and a tool necessary to assure the effectuation of his assigned mission. When, however, such facilities may effectively service multiple activities, responsibility for their management may logically be assigned to a designated activity.
5. When consolidated printing facilities are established to service multiple activities, or the services provided are financed by or reimbursed from multiple appropriations, such facilities should be funded by the Naval Industrial Fund and operated as a segment of the Navy Printing Service.

The effect of the foregoing principles is to establish standards in accord with the Regulations of the Joint Committee on Printing, the recommendations of the Department of Defense Advisory Committee on Fiscal Organization and Procedures as they pertain to printing plants, and with the principles of Navy Organization as set forth by General Order Number 5, General Order Number 19, and supporting directives.³

³Memorandum to the Secretary of the Navy by the Navy Publications and Printing Control Committee, 27 April 1955.

DOD Advisory Committee (Cooper Committee)

The recommendations made by the DOD Advisory Committee on Fiscal Organization and Procedures and as referred to in the foregoing statement of policy, are, briefly,

. . . That maximum utilization of major plants be secured by consolidation and elimination of smaller units . . . giving full consideration to possibilities of commercial procurement.

. . . That the three services conduct comprehensive surveys (to effect such consolidations and elimination and to classify plants as I, II or III).

. . . That all Class I plants in each service be placed under a single management control and under the Industrial Fund.

. . . That all Class II plants be considered as service departments of the parent activity.

. . . That all Class III plants continue to operate under appropriation financing. . . .

. . . That full consideration be given to both present and potential commercial procurement of military printing. . . .

. . . That consideration be given to funding under a single charter all plants of one military department.

. . . In funded plants, personnel requirements should be based on operating needs. . . . Industrial funded printing plants should not be restricted by set personnel ceilings. . . .

. . . That all funded plants in each military department be placed under a single management agency responsible for financial and operating control.⁴

An Interdepartmental Coordinating Committee examined these recommendations and the comments of that Committee were approved by the Secretary of Defense. These comments were:

⁴The recommendations made in a report to the Department of Defense Advisory Committee on Fiscal Organization and Procedures by the Commercial Activities Working Group on Printing Plants, 7 April 1954.

2. There is unanimous agreement that the recommendations of the report should be implemented, subject to the following comments and reservations:

a. The report states that for the purpose of applying its recommendations, all printing plants should be classified according to the three specific categories. It is recommended that this particular classification will be limited to internal use within the Defense Department. This is necessary since the Congressional Joint Committee on Printing specifies a different set of categories and groupings which are applied government wide.

b. Implementation of recommendations concerning use of private printing services and consolidation of government owned printing facilities will be undertaken, under policies contained in DOD Directive 4100.15 and will ordinarily precede applications of industrial funds.

c. The report recommends that all industrially funded plants in each military department be placed under a single management agency responsible for financial and operating control. Navy follows this pattern and Air Force does so substantially. However, it was felt that this pattern might be too inflexible to fit all cases. Hence, your committee suggests that the recommendation in effect be modified to specify that consideration should be given to this organizational pattern but that it not be positively required.

d. The recommendation concerning the inclusion of certain additional costs such as military pay, depreciation, rentals, etc., in the billing prices, is considered a generally desirable objective, provided it is limited to readily identifiable costs. However, it should be decided with respect to all applications of industrial funds and should be approached in a practical manner so as not to, in effect, appropriate money for transfer to Miscellaneous Receipts of the Treasury nor to discriminate against the Department of Defense in comparison with other departments and agencies.

e. The recommendation concerning relief from personnel ceilings for industrially funded printing plants should be decided in connection with consideration of all industrially funded activities.

f. The recommendation which requires development of certain costs on a statistical basis in plants not operated under industrial funds is acceptable provided it be applied only where the size of the operation and the need for and practical use of such data warrants.⁵

⁵Cooper Committee Report on Printing, Office of the Assistant Secretary of Defense, 6 December 1954 (Memorandum to Army, Navy, Air Force).

CHAPTER IV

APPROPRIATIONS

Appropriations in General

The basic Printing Laws of 1895 had no reference to any specific appropriation out of which printing would be procured, but merely prescribed by whom and in what manner printing should be done.

The printing office in the Department of Agriculture was, by the act of January 12, 1895, transferred to the Public Printer, and the employees thereof receive their pay from him from and after that date. The act of January 12, 1895, does not relate to the appropriations made for the printing of the several departments, but provides simply by whom and in what manner the printing shall be done.¹

All work within the scope of the printing laws procured from appropriated funds must be charged to the appropriations for printing, either a specific appropriation such as the old "Printing and Binding" appropriations, or to the printing limitations of other appropriations.

Stenographic notebooks being within the purview of section 11 of the act of March 1, 1919, requiring printing, binding and blankbook work of the executive departments, etc., to be done at the Government Printing Office, the cost thereof is required to be charged to the printing and binding limitation of the applicable appropriation, irrespective of whether such notebooks are procured from the Government Printing Office, or

¹U. S., Treasury Department, Comptroller, Payment of Employees, 1 Comp. Dec. 187 (January 31, 1895).

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whether they are obtained from General Schedule of supplies contractors or by contract in the open market under authorization from the Public Printer pursuant to the act of July 8, 1935.²

Photolithographing and printing for the Light-House Board in the connection with the construction of light-houses and light-vessels are printing for an Executive Department, within the meaning of the act of January 12, 1895, and must be done at the Government Printing Office.³

The printing of specifications prepared by the Supervising Architect of the Treasury Department for the construction of a public building is printing for the Treasury Department and should be done at the Government Printing Office and the cost thereof is payable exclusively from the appropriations for public printing and binding.⁴

When a particular item may be payable from one of two appropriations, the decision is within the discretion of the department concerned.

Whether a particular item of expense is payable from the appropriation for the particular object for which the item is required or from a general appropriation specifically providing items of the class to which the particular item belongs is, in cases of doubt, within the discretion of the head of department having control of the appropriations.⁵

Where it is doubtful which of two appropriations is the more specific, and the head of a Department has exercised his discretion in determining which should be so regarded, a subsequent change of this determination is not authorized.⁶

²U. S., Congress, Comptroller General, Printing and Binding Appropriation Limitations, 22 Comp. Gen. 568, B-29810 (December 22, 1942).

³U. S., Treasury Department, Comptroller, Photolithographing and Printing for the Light-House Board, 11 Comp. Dec. 120 (August 30, 1904).

⁴U. S., Treasury Department, Comptroller, Printing of Specifications for Construction of Public Buildings, 14 Comp. Dec. 465 (January 30, 1908).

⁵U. S., Treasury Department, Comptroller, Use of General and Specific Appropriations, 5 Comp. Dec. 855 (May 29, 1899).

⁶U. S., Treasury Department, Comptroller, Selection of Appropriations by Heads of Departments, 12 Comp. Dec. 199 (October 13, 1906).

The necessity or expediency for procuring specific items is a matter within the discretion of the officer charged with expending the funds, and if it is properly payable from the appropriation it is not subject to review by the accounting offices.

When an item is properly payable from an appropriation for contingent expenses, the discretion of the officer charged with the duty of expending said fund is not subject to review by the accounting officers upon any question as to the necessity or advisability of his expenditures.⁷

In reading laws and decisions, with respect to printing, it is essential to bear in mind the changes in appropriation procedure made at the time of the passage of the Budget and Accounting Act of 1921 and those made in anticipation of the Performance Budget in 1949.

Prior to 1921, the appropriation, Printing and Binding, was made to the Public Printer, with certain sums "earmarked" for each Department. The work for completed orders was charged by the Public Printer, not by the Department, against the Department's share of the appropriation. A result was that the Printing and Binding Appropriation could be used only for work done at the Government Printing Office. Also, printing authorized under other appropriations had to be procured from or through the Government Printing Office unless it came under one of the allowed exceptions.

After the passage of the Budget and Accounting Act of 1921, the appropriation to the Public Printer, entitled Printing

⁷U. S., Treasury Department, Comptroller, Use of Contingent Appropriations, 2 Comp. Dec. 80 (August 19, 1895).

and Binding, with amounts allocated thereunder to each Department, was discontinued. An appropriation entitled Printing and Binding was then made to each Department. The payment for printing and binding was made by each Department on receipt of bills prepared by the Public Printer.

The appropriation, Printing and Binding, was made to the Departments and, in the case of the Department of the Navy, was assigned for allocation to the Chief Clerk's Office. The practical result was that while each bureau and separate office prepared its own estimates and justified them to the Bureau of the Budget and Congressional Committees, the allocations to the bureaus and offices made subsequent to passage of the appropriation bill usually were considerably less than the Bureau of the Budget or Congress had passed. The amounts thus secured could then be used for printing for the several activities for which insufficient sums had been requested.

The review made of the appropriation structure as a preliminary to the Performance Budget disclosed numerous instances where an appropriation made by the Congress for a specific purpose was expected to cover the printing needed to carry out that purpose. This indicated that the appropriation Printing and Binding no longer represented the bulk of government printing. The appropriation was discontinued. To replace the discontinued appropriation for printing and binding, each Department indicates by use of Object Classification 06 the sum estimated to be expended for printing under each appropriation.

No printing may be done in any fiscal year in excess

of the amount of the appropriations for that year.

No printing shall be done for the executive departments in any fiscal year in excess of the amount of the appropriation.⁸

This law had some meaning when the major portion of all printing was done under the appropriation, Printing and Binding. Under the present system, as the estimates under Object Classifications are not subheads but only estimates, there is nothing to prevent augmentation of the amount estimated for printing by a corresponding reduction of some other program under the same appropriation. This permits greater flexibility in adapting printing procured to printing required. But, it also means there is no longer a legal ceiling on printing.

Printing Done at Government Printing Office

Up to 1907 all printing (unless excepted) was to be done at the Government Printing Office and payment was made from the appropriation for printing and binding of the ordering department or from the specific appropriation applicable to the item involved (usually where the printing was in connection with work for which there was a specific appropriation or for a field service).

The Act of June 30, 1906 (repealed September 12, 1950) required the annual estimates to include under "Printing and Binding" the total required for such purpose by each executive department in the District of Columbia, and that no appropriations other than those made specifically for such purposes would be used for printing and binding in any executive department or

⁸Printing Law of 1895, in U. S., Title 44 U. S. Code 213.

Government establishment in the District of Columbia. The appropriation, Printing and Binding, included the phraseology "to be done at the Government Printing Office", therefore, all printing for use in the District of Columbia had to be procured under the appropriation, Printing and Binding. This Act made no change in the appropriation requirements for printing for use in the field.

There shall be submitted in the regular annual estimates under and as a part of the expenses for "printing and binding" estimates for all printing and binding required by each of the executive departments, their bureaus and offices, and other Government establishments at Washington, District of Columbia, for each fiscal year; and no appropriation other than those made specifically and solely for printing and binding shall be used for such purposes in any executive department or other Government establishment in the District of Columbia: Provided, that nothing in this section shall apply to stamped envelopes, or envelopes or articles of stationery other than letter-heads and noteheads, printed in the course of manufacture, or to so much of the printing and binding as is necessary to expedite the work of that branch of the Adjutant General's Office that was formerly known as the Record and Pension Office of the War Department.⁹

The effect of these several laws was that up to 1949: all printing for use in the Department had to be procured under the appropriation Printing and Binding; and, printing for the Naval Establishment, as distinct from the Department of the Navy, might be procured under the appropriation, Printing and Binding, or under a specific appropriation where one was available for such use. In practice, the sums required for normal replenishment of routine printing which could be done at the Government Printing Office were included in the estimates for and

⁹Printing Law of 1906, in U. S., Title 31 U. S. Code 588, Repealed September 12, 1950.

appropriated under Printing and Binding. In unusual cases, or where circumstances warranted, particularly in the case of catalog work or Naval Reserve expenses, printing procured at the Government Printing Office was paid for from other appropriations.

Since 1949 when the appropriation Printing and Binding was abolished, the original rule holds that payment is made for printing from any appropriation which is broad enough to cover such expense.

Specific Versus General Appropriations

When there is a specific appropriation, no general appropriation may be used for the purpose covered by the specific appropriation.

When specific appropriations are made for the executive expenses of the War Department and its bureaus, including their contingent expenses and those for stationery, no appropriation which might otherwise be construed to authorize in general terms the payment of such expenses can legally be charged therewith. . . .¹⁰

The amount to be expended for stationery during the fiscal year 1940 by the Interior Department having been specifically limited by the Appropriation Act of May 10, 1939, 53 Statute, 687, may not be supplemented by the use, for the purchase of stationery, of the latter but more general appropriation made in the Third Deficiency Act of August 9, 1939, Public, No. 361, 53 Stat., 1317, for work in connection with a new program of strategic mineral investigations, the general rule being that a specific appropriation for a particular class of expenditures is available therefor to the exclusion of a more general appropriation.¹¹

The appropriation for contingent expenses of the Navy Department makes more specific provision for stationery, drawing materials, etc., for the various bureaus and

¹⁰U. S., Treasury Department, Comptroller, Digest of Decisions, G.M.D. 3, 421, Sec. 93 (January 20, 1891).

¹¹U. S., Congress, Comptroller General, Appropriations-Specific v. General--Stationery for use in Additional Work, 19 Comp. Gen. 324 (September 6, 1939).

offices of that Department than is made by the appropriation for the maintenance of yards and docks, and it is exclusively applicable thereto, although such articles are to be used in connection with the maintenance of yards and docks.¹²

The appropriation in the Second Deficiency Appropriation Act, 1940, approved June 27, 1940, providing in general terms for "all necessary expenses" of certain additional work by the Social Security Board, may not be used for printing and binding in view of the specific appropriation in the act of June 26, 1940, for printing and binding for the Federal Security Agency and the offices thereunder including the Social Security Board.¹³

The appropriations Printing and Binding, and Contingent, were specific appropriations and included all such items for the general use of the Department concerned, while miscellaneous printing or materials required in connection with field or other projects for which there were specific appropriations might and in some cases must be paid from these appropriations. This was the basis of numerous decisions in the past.

The act of August 23, 1912 (37 Stat., 414), requires expenditures to be made from the contingent funds of the Interior Department where that is the appropriation for the purpose, but it does not broaden the scope of said appropriation, and for what purpose it is available must still appear from the terms of the appropriation. Where an article is for the general administrative purposes of the Geological Survey as a bureau of the Interior Department, the general appropriation for the department is available for its purchase; but if the primary use of such article is for the special investigations of the Geological survey, payment for such article should be made from the appropriation for such special investigations.

¹²U. S., Treasury Department, Comptroller, Use of the Appropriation for contingent Expenses of the Navy Department, 9 Comp. Dec. 259 (December 17, 1902).

¹³U. S., Congress, Comptroller General, Appropriations-Printing and Binding--Supplementary with General Appropriations, 20 Comp. Gen. 134 (September 7, 1940).

Payment for certain electrical fittings, cheesecloth, cotton cloth, etc., used in the printing, reproduction, and mounting of maps of the Geological Survey should be made from the appropriation "Engraving and printing the geologic maps," act of August 24, 1912 (37 Stat., 458), and not from the contingent funds, Interior Department.¹⁴

The appropriation for the "Investigation of Building Materials" by the Bureau of Standards, providing for "the publication and dissemination of the results thereof", is available for payment for necessary printing and binding incident to such publication and dissemination rather than the general appropriation for the Department of Commerce.¹⁵

This question no longer arises since the discontinuance of the two specific appropriations mentioned, and the use of the appropriations hitherto considered as "field appropriations" for all departmental expense also.

When an appropriation provides a specific amount for a certain purpose, no greater amount can be spent by using funds from a general appropriation.

Where an appropriation provides that a specified amount thereof "shall be available only for the printing of a report of survey of the Health Department of the District of Columbia," no greater amount may be expended for such purpose from the appropriation involved by reason of the printing cost being greater than that originally contemplated, nor may the difference between the amount so appropriated and the total cost of printing be paid from the regular appropriation for printing and binding for the District of Columbia, the rule being that where there is a specific appropriation for a purpose a general appropriation which otherwise might be charged

¹⁴U. S., Treasury Department, Comptroller, Use of Department Contingent Funds, 19 Comp. Dec. 518 (February 11, 1913).

¹⁵U. S., Congress, Comptroller General, Printing and Binding--Appropriation Availability--General Versus Specific, 17 Comp. Gen. 91, A-87898 (August 2, 1937).

is not available therefor in whole or in part.¹⁶

Printing in Connection with Sales

Printing required in connection with sales of condemned property, or other sales where the expenses are to be paid from the proceeds of the sales, may be paid from the proceeds of such sales. This is applicable whether such printing is done at the Government Printing Office, by a private contractor, or at a Navy Printing Plant.

The expenses of printing catalogues of the sale of useless ordnance material, sold under the authority of the act of March 3, 1875, are payable from the proceeds of the sale before being deposited in the Treasury, and Treasury Department Circular No. 54 of 1907 does not apply where such printing is done by the Public Printer.¹⁷

Non-appropriated Sales

Printing for which payment is made from other than appropriated funds may be procured from the Government Printing Office or elsewhere without regard to any requirements currently in effect that printing must be secured solely from certain appropriations or that there is a limitation on the total printing which may be procured.

The act of June 30, 1906, 34 Stat., 762, prohibiting the use of appropriations for printing and binding except such as are made specifically and solely for printing and binding, has no application to printing the cost of which is not to be paid from appropriated funds but from funds raised by assessment, and such printing may be done at the Government Printing Office

¹⁶U. S., Congress, Comptroller General, Appropriations--Specific Versus General--Printing Cost Greater than that Originally Contemplated and Appropriated for, 18 Compt. Gen. 1013, B-4469 (June 30, 1939).

¹⁷U. S., Treasury Department, Comptroller, Payment for Printing Catalogues of Sales of Useless Ordnance Material, 15 Comp. Dec. 746 (May 20, 1909).

and charged to such special fund. The printing of forms required by the Comptroller of the Currency in keeping record of bank examinations, etc., is an administrative expense of the Treasury Department and chargeable to the regular appropriation for printing and binding for that department, and the use of the funds for salaries and expenses of national bank examiners for such printing is prohibited by the act of June 30, 1906, 34 Stat., 762.¹⁸

It is under this rule that printing for use in or for sale at the former commissary stores and ships service stores, or needed in connection with work being done for a foreign government, is procured under the Navy Stock Fund, Navy Working Fund and such funds reimbursed from non-appropriated funds.

Transfers to Other Government Departments

A Department which supplies printing or printed materials to another Department may collect the cost thereof and deposit it to the credit of the appropriation out of which payment for such printing was made. Such a transaction is not a sale but a transfer of Government property between departments.

The furnishing by the Superintendent of Documents to the Department of Commerce and Labor of a copy each of the Revised Statutes and Supplements thereto was not a sale of "public property," within the meaning of section 3618 of the Revised Statutes, nor was it a sale of public documents, within the meaning of section 61 of the act of January 12, 1895, section 4 of the act of March 16, 1898, or of the Joint Resolution of March 28, 1904, and therefore the disposition of moneys received from the Department of Commerce and Labor as reimbursement for the cost of such documents is not governed by the provisions of such statutes.

In making settlement for a copy each of the Revised Statutes and supplements thereto furnished by the superintendent of documents to the Department of Commerce and Labor for the use of the Commissioner of Immigration at San Juan, Porto Rico, the amount of the

¹⁸ U. S., Congress, Comptroller General, Printing and Binding, 2 Comp. Gen. 142 (August 25, 1922).

claim allowed therefor should be debited to the appropriation for expense of regulating immigration and credited to the current appropriation for public printing and binding.¹⁹

The furnishing by the Library of Congress of copies of card indexes to the Weather Bureau was not a furnishing of such indexes to "institutions or individuals" within the meaning of the provision in the act of June 28, 1902, authorizing the Librarian of Congress to furnish copies of card indexes to institutions or individuals, nor was it a sale of "public property" within the meaning of section 3618 of the Revised Statutes, and therefor the disposition of moneys received from the Weather Bureau as reimbursement for the expense of furnishing such indexes is not governed by the provision of said statutes. In making settlement for copies of card indexes furnished by the Library of Congress to the Weather Bureau the appropriations for printing and binding and distribution of card indexes should be reimbursed in proportion to the expense of furnishing the indexes borne by them respectively.²⁰

This question seldom arises in the Navy because printing ordered in connection with work for another department is usually done under the Naval Working Fund.

Charges to Appropriations Made for Congress

The Joint Resolution of March 30, 1906, provides that the cost of certain types of reports will be divided between the department and Congress.

In the printing and binding of documents or reports emanating from the executive departments, bureaus, and independent offices of the Government, the cost of which was, on March 30, 1906, charged to the allotment for printing and binding for Congress, or to appropriations or allotments of appropriations other than those made to the executive departments, bureaus, or independent offices of the Government, the cost of illustrations, composition,

¹⁹U. S., Treasury Department, Comptroller, Settlement for Documents Furnished to Departments by Superintendent of Documents, 14 Comp. Dec. 441 (January 23, 1908).

²⁰U. S., Treasury Department, Comptroller, Settlement for Card Indexes Furnished by the Library of Congress to the Weather Bureau, 14 Comp. Dec. 641 (March 31, 1908).

stereotyping, and other work involved in the actual preparation for printing, apart from the creation of manuscript, shall be charged to the appropriation or allotment of appropriation for the printing and binding of the department, bureau, or independent office of the Government in which such documents or reports originate; the balance of cost shall be charged to the allotment for printing and binding for Congress, and to the appropriation or allotment of appropriation of the executive department, bureau, or independent office of the Government, in proportion to the number delivered to each; the cost of any copies of such documents or reports distributed otherwise than through Congress, or the executive departments, bureaus, or independent offices of the Government, if such there be, shall be charged as otherwise provided. On or before the first day of December in each fiscal year each executive department, bureau, or independent office of the Government to which an appropriation or allotment of appropriation for printing and binding is made, shall obtain from the Public Printer an estimate of the probable cost of all publications of such department, bureau, or independent office required by law to be printed, and so much thereof as would, under the terms of this resolution, be charged to the appropriation or allotment of appropriation of the department, bureau, or independent office of the Government in which such publications originate, shall thereupon be set aside to be applied only to the printing and binding of such documents and reports, and shall not be available for any other purpose until all of such allotment of cost on account of such documents and reports shall have been fully paid.²¹

Printing of reports to Congress required by law or made on the initiative of a department are charged to the printing of the department. Printing of reports specifically requested by Congress, including illustrations and work involved in preparation for printing, apart from the creation of the manuscript, is chargeable to appropriations of the department and of Congress in proportion to the number of copies delivered to each.

Where Congress for its information calls on Executive Departments, bureaus, and independent offices of the Government for documents or reports not otherwise required by law to be made, such documents or reports

²¹ Printing Law of 1906, in U. S., Title 44 U. S. Code
214.

emanate from or originate in Congress, and, in the printing and binding thereof, the cost of illustrations, composition, stereotyping and other work involved in the actual preparation for printing, apart from the creation of the manuscript, is chargeable to the allotment for printing and binding for Congress.

Where Executive Departments, bureaus, or independent offices of the Government are required by law to make reports to Congress, such reports and documents in connection therewith emanate from or originate in the Department, bureau, or office by which made, and, in the printing and binding thereof, the cost of illustrations, composition, stereotyping, and other work involved in the actual preparation for printing, apart from the creation of the manuscript, is chargeable to the appropriation or allotment of appropriation for printing and binding for such Department, bureau or office.

Where the Secretary of the Treasury requires reports to be made to him by Executive Departments, bureaus, or independent offices of the Government, other than the Treasury Department, and transmits them to Congress as a part of his report, such reports and documents in connection therewith emanate from or originate in the Treasury Department, and, in the printing and binding thereof, the cost of illustrations, composition, stereotyping, and other work involved in the actual preparation for printing, apart from the creation of the manuscript, is chargeable to the allotment for printing and binding for the Treasury Department.

Where documents or reports are forwarded to the Secretary of the Treasury by Executive Departments, bureaus, or independent offices of the Government required by law to make the same, other than the Treasury Department, and he transmits them to Congress separately from his own report and merely as the agent of the Department, bureau, or office by which made, such documents and reports emanate from or originate in the Department, bureau, or office by which made, and, in the printing and binding thereof, the cost of illustrations, composition, stereotyping, and other work involved in the actual preparation for printing, apart from the creation of the manuscript, is chargeable to the appropriation or allotment of appropriation for printing and binding for such Department, bureau, or office.

The cost of printing and binding of documents and reports distributed through Congress and the Executive Departments and bureaus and independent offices of the Government, other than the creation of the manuscript, illustrations, composition, stereotyping, and other work involved in their actual preparation for printing, is apportionable to Congress and such Departments, bureaus, or offices in proportion to the number of copies thereof delivered to each.²²

²²U. S., Treasury Department, Comptroller, Apportionment of Cost of Printing and Binding of Documents and Reports, 13 Comp. Dec. 718 (April 23, 1907).

This decision was reconsidered and affirmed on June 20, 1907.

Decision in 13 Comp. Dec., 718, relative to apportionment of cost of printing and binding of documents and reports between Congress and the Executive Departments, reconsidered, explained and affirmed.²³

The cost of printing and binding reports of the Federal Trade Commission requested by the President and the Attorney General is chargeable to the printing and binding appropriation of the commission only when printed before their submission to the President and Attorney General, respectively.

Reports to Congress made by the Federal Trade Commission on its own initiative under subdivisions "f" and "h" of section 6 of the act of September 25, 1914, 38 Stat., 721, may be said to emanate from or originate in the commission, and under Joint Resolution of March 30, 1906, 34 Stat., 825, the entire cost of printing and binding is chargeable to the printing and binding appropriation of the commission. Reports to Congress made by the Federal Trade Commission pursuant to special requests by Congress may be said to emanate from or originate in Congress, and in the printing and binding thereof the cost of illustrations, compositions, stereotyping, and other work involved in the actual preparation for printing, apart from the creation of the manuscript, is chargeable to the printing and binding appropriations of Congress by virtue of joint resolution of March 30, 1906, 34 Stat., 825.²⁴

Annual or other periodical reports from an executive department or office in the Government specifically required by, and for the exclusive use of the Congress, not required by law or intended to be distributed or delivered partly to the Congress and partly to the department, bureau, or independent office from which originated, are not "reports emanating from the executive departments, bureaus and independent offices of the Government" within the meaning of the joint resolution of March 30, 1906, 34 Stat., 825, the cost of which is required to be charged against appropriations for the department or office from which emanating, but

²³U. S., Treasury Department, Comptroller, Apportionment of Costs of Printing and Binding of Documents and Reports, 13 Comp. Dec. 862 (June 20, 1907).

²⁴U. S., Congress, Comptroller General, Printing and Binding--Federal Trade Commission--Reports, 4 Comp. Gen 45, A-2909 (July 11, 1924).

when ordered printed by the Congress, payment of the cost thereof is for the consideration of the Joint Committee on Printing under the terms of section 2 (7) of the act of March 1, 1907, 34 Stat., 1012.²⁵ (Distinguished by 12 Comp. Gen., 540.)

Reports to the Congress by the War Department of the various preliminary examinations and surveys authorized and directed by the terms of the river and harbor acts, which are distributed partly to the Congress and partly to the War Department, the very nature of which requires their preservation and utility in printed form, and are practically indispensable to the execution of the authorized work by the War Department, are to be regarded as reports emanating from the War Department within the meaning of joint resolution of March 30, 1906, 34 Stat., 825, the cost of which is required to be charged under appropriations for the War Department. 12 Comp. Gen., 51, distinguished.²⁶

Reports submitted to Congress by the Department of Commerce under authority of section 8 of the Federal Airport Act are for the exclusive use of Congress and are not reports emanating from an executive department of the Government within the meaning of the joint resolution of March 30, 1906, and, therefor, the cost of the composition and other work involved in the actual preparation of such reports for printing is chargeable to the appropriation for printing and binding for Congress rather than to the appropriations of the Department.²⁷

Charges Affected by Fiscal Year

Printing required and ordered during a fiscal year may be charged to the appropriation for that year even if delivery is not made until the next year or some future year.

²⁵U. S., Congress, Comptroller General, Printing and Binding--Reports to Congress, 12 Comp. Gen. 51, A-42977 (July 16, 1932).

²⁶U. S., Congress, Comptroller General, Printing and Binding--Reports to Congress, 12 Comp. Gen. 540, A-46681 (March 6, 1933).

²⁷U. S., Congress, Comptroller General, Printing and Binding--Reports Required by and for Exclusive Use of Congress--Appropriations Chargeable, 30 Comp. Gen. 70, B-95480 (August 7, 1950).

Where it is shown that the printing and binding of a publication was to fulfill a need which arose during a particular fiscal year, and that the order for the job was actually issued during the fiscal year, the cost thereof may be charged to the printing and binding appropriation for such fiscal year, even though actual delivery of the completed publication was not accomplished until the next fiscal year.²⁸

The same rule holds when the order placed late in the fiscal year represents a bona fide replacement of materials used during that year.

Where a requisition for printing and binding, transmitted to the Government Printing Office during the later part of a fiscal year represented a bona fide need of that fiscal year for the replacement of materials used during that year, the cost thereof may be charged to the printing and binding appropriation for such year, even though actual delivery of the completed materials was not accomplished until the next fiscal year.²⁹

This procedure shall not be utilized merely as a means of obligating the expiring appropriation. The Comptroller General called this to the attention of the Heads of Department, Independent Establishments, Agencies, and Others Concerned in a letter of September 3, 1941.

It has come to the attention of this office that many requisitions for printing and binding have been prepared and transmitted to the Government Printing Office during the latter part of each fiscal year manifestly for the sole purpose of obligating an expiring current appropriation, as such services could not possibly have been obtained in time, nor were they of a character, to supply the needs of the fiscal year in which the requisitions were issued.

²⁸U. S., Congress, Comptroller General, Appropriations--Fiscal Year--Availability Beyond--Printing and Binding Ordered, But not Delivered, Prior to End of Fiscal Year, 23 Comp. Gen. 82, B-35967 (August 4, 1943). Supra p. 27.

²⁹U. S., Congress, Comptroller General, Appropriations--Fiscal Year--Availability Beyond--Printing and Binding Ordered, But not Delivered, Prior to End of Fiscal Year, 29 Comp. Gen. 489, B-95380 (June 1, 1950).

In a number of cases such requisitions have borne notations to the effect that manuscript and illustrations will follow, and requests have frequently been made by the requisitioning offices, simultaneously with the submission of requisitions or immediately thereafter, for the return of documents which were transmitted with the requisitions in order that they could be further edited or revised. In such instances it is not generally possible for the Government Printing Office to estimate the cost of the job to be performed or to begin work thereon, and the only objective accomplished by presenting requisitions under such circumstances is the improper obligation of a current fiscal year appropriation.³⁰

When there is a special appropriation for printing a specific publication the work can be completed after the end of the fiscal year.

An appropriation of a specific amount for the accomplishment of a specific work, contained in an act making appropriations for urgent deficiencies, is available for the completion of the work after the expiration of the fiscal year to which the general provisions of the act apply.³¹

This rule is applicable when there is a special appropriation for printing a specific publication for a certain year, but the indexes are not ordered until after the expiration of the fiscal year.

The special appropriation for the fiscal year 1896 "for producing Official Gazette, including weekly, monthly, quarterly and annual indexes therefor," is available for the printing at the Government Printing Office of the indexes to the volumes of the Gazette covering the fiscal year 1896, although the printing of complete indexes was not ordered until after the expiration of the fiscal year.³²

³⁰U. S., Congress, Comptroller General, Printing and Binding Requisitions Seeking to Obligate Expiring Current Appropriations, 21 Comp. Gen. 1159, A-44006 (September 3, 1941).

³¹U. S., Treasury Department, Comptroller, Use of Specific Appropriation in an Urgent Deficiency Act After Expiration of the Fiscal Year, 14 Comp. Dec. 607 (March 17, 1908).

³²U. S., Treasury Department, Comptroller, Printing of Official Gazette of the Patent Office, 3 Comp. Dec. 460 (March 27, 1897).

CHAPTER V

PREPARATION AND PROCUREMENT

Authorizations Required

No printing may be procured unless authorized by law. This was stipulated in section 86 of the act of January 12, 1895.

No printing or binding shall be done at the Government Printing Office unless authorized by law. . . .¹

Section 94 of this same act provided that no printing may be procured unless necessary to the public business.

No head of any Executive Department, or of any bureau, branch or office of the Government shall cause to be printed, nor shall the Public Printer print any document or matter except that which is authorized by law and necessary to the public business; and executive officers, before transmitting their annual reports, shall carefully examine the same and all accompanying documents, and excluded therefrom all matter, including engravings, maps, drawings, and illustrations, except such as they shall certify in their letters transmitting such reports are necessary and relate entirely to the transaction of the public business.²

If a book or document does not pertain to the ordinary business transactions of a department, it cannot be printed except when expressly authorized by Congress.

Hereafter no book or document not having to do with the ordinary business transactions of the Executive

¹Printing Law of 1895, in U. S., Title 44 U. S. Code 116.

²Ibid., 219.

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Departments shall be printed on the requisition of any Executive Department or unless the same shall have been expressly authorized by Congress.³

A special requisition, signed by the Chief of the Department, is required before printing can be done.

No printing shall be done for the Executive Departments . . . without a special requisition, signed by the Chief of the Department and filed with the Public Printer. . . .⁴

The Chief of the Departments have normally delegated this duty. For many years the requisitions for the Department of the Navy were signed by the Assistant Secretary of the Navy, then by the Chief Clerk, and now by the Publications Division, Administrative Office, Department of the Navy for the Secretary of the Navy.

A certificate that such work is necessary for the public service must be furnished when any printing is ordered from the Government Printing Office.

When any Department, the Supreme Court, the Court of Claims, or the Library of Congress shall require printing or binding to be done it shall be on certificate that such work be necessary for the public service.⁵

The Joint Committee on Printing spells out this requirement for a "certificate of necessity" to be furnished with requisitions for printing and binding.

The committee insists upon a strict observance of the provisions of (a) section 117, Title 44, U.S.C., and (b) of the paragraph contained in the General Deficiency Act (33 Stat. 1249) approved March 3, 1905, as follows:

219a. ³Printing Law of 1905, in U. S., Title 44 U. S. Code

⁴Printing Law of 1895, in U. S., Title 44 U. S. Code 213.

⁵Ibid., 117.

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(a) When any Department, the Supreme Court, the Court of Claims, or the Library of Congress shall require printing or binding to be done, it shall be on certificate that such work be necessary for the public service; whereupon the Public Printer shall furnish an estimate of the principal items for such printing or binding so called for, after which requisitions shall be made upon him therefor by the head of such department, the clerk of the Supreme Court, Chief Justice of the Court of Claims, or the Librarian of Congress; and the Public Printer shall place the cost thereof to the debit of such department in its annual appropriation for printing and binding.

(b) No book or document not having to do with the ordinary business transactions of the executive departments shall be printed on the requisition of any executive department or unless the same shall have been expressly authorized by Congress.⁶

The required certificate is on the Printing and Binding Requisition, which is a standard form, and is therefore made by the signing of the requisition.

The officers authorized to procure printing should be assured, before ordering, that the desired printing is reasonably necessary or clearly conducive to carrying on the work of the department.

2085. Advised that, under the prohibitory provisions of the act of July 7, 1884, c. 332, a work entitled the "Manual of Calisthenics" cannot legally be authorized or caused, by the Secretary of War, to be printed by the Public Printer, unless the same be, in the words of the act, "Necessary to administer the public business." The term "necessary" has been construed, in similar connections, as meaning--not absolutely necessary, but reasonably necessary or clearly conducive, to the object express. (See the Legal Tender Cases, 12 Wallace, 457, 539). The Secretary of War should be assured that the proposed publication would clearly and materially conduce to the due administration of the public business, before causing the printing to be done by the Public Printer. 50, 442, December, 1891. Similarly advised in regard to a translation, by an artillery officer, from the Russian, of lectures on the subject of the "Resistance of Guns and Interior Ballistics"; a precedent being

⁶U. S., Congress, Joint Committee on Printing, Certificate of Necessity, Printing and Binding Regulations, 1959, 17.

cited of a work by a surgeon of the army, entitled "Notes on Military Hygiene", held by the Secretary of War (April, 1890) to be available though not necessary in the sense of the statute. 50, 444, December, 1891.

2086. Held that the Secretary of War "is authorized by law" (see public printing and binding act, of January 12, 1895) to have the Commissary's Handbook, or any other similar work needed in the business of the War Department, printed at the Government Printing Office and paid for from the War Department's allotment of the appropriation for "public printing and binding". Card 1679, August, 1895.⁷

The entire copy and illustrations have to be furnished within the year because the Public Printer will not act on any order for printing after the expiration of a year.

. . . and no order for public printing shall be acted upon by the Public Printer after the expiration of one year, unless the entire copy and illustrations for the work shall have been furnished within that period.⁸

Miscellaneous Restrictions

The use of more than one color in printing is not authorized except where the colors provide definite functional value. Approval by the Joint Committee on Printing must be obtained in advance of printing in more than one color which involves an additional cost of more than \$500. This rule applies whether the printing is done at the Government Printing Office, a field printing plant or procured as contract printing.

Color Printing.--The committee is of the opinion that, in general, printing in two or more colors is a waste of public funds and should be discontinued, except for classes of work wherein additional colors provide a

⁷U. S., Department of the Army, Judge Advocate General, Digest of Opinions, Certificate of Necessity, sec. 2085-2086 (1901).

⁸Printing Law of 1895, in U. S., Title 44 U. S. Code 115.

functional value to the program. No such printing, whether produced in a field plant or procured out of contract field printing allotments, which involves an additional expenditure of more than \$500, shall be authorized without the approval of the Joint Committee on Printing.⁹

Earlier regulations of the Joint Committee specifically stated that the use of two or more colors for covers to pamphlets is unnecessary and wasteful. A note of interest is that the regulations retain language pertaining to contract field printing, even though these allotments have been discontinued.

The regulations controlling public printing prohibit the inclusion of any advertisements for or by any individual or individual firm or corporation in Government publications.

Commercial Advertisements.--No publication or any other printed matter accomplished at Government expense shall contain any advertisement inserted by or for any private individual, firm, or corporation, except as provided in paragraphs 14 and 20.¹⁰

This does not prohibit courtesy credit lines which are permitted for uncopyrighted illustrations, charts and photographs contributed or loaned by non-government parties. No credit shall be given when the material has been purchased by the Government.

Courtesy Credit Lines, Copyright Lines, and Art-Work Signatures.--Courtesy credit lines are permissible for uncopyrighted illustrations, charts, and photographs contributed or loaned by nongovernmental parties. When the agency provides copy for such credit lines, they shall be set in the smallest practical type face so that they shall be subordinate both to text and illustration. No credit shall be given when such material has been purchased by the agency. Copyright lines are permissible

⁹U. S., Congress, Joint Committee on Printing, Use of Colors, Printing and Binding Regulations, 1959, 18.

¹⁰U. S., Congress, Joint Committee on Printing, Advertisements, Printing and Binding Regulations, 1959, 13.

for copyrighted illustrations, charts, and photographs contributed or loaned by nongovernmental parties, and the same provision regarding size of type shall apply. When all illustrations, charts, or photographs have come from a single non-governmental source, credit shall be given in an undisplayed preliminary paragraph instead of being repeated under individual illustrations. When the size of signatures on art work are out of proportion or relation to the design, the copy shall be returned to the agency as unacceptable unless the signature is removed or reduced by the Government Printing Office with the approval of the agency. No credit lines shall be permitted for any designer, topographer, or layout artist, regardless of whether the work was contributed or produced at Government expense.¹¹

The laws enacted by the Congress stipulate that no Government publication, or reprint thereof, shall be copyrighted.

No copyright shall subsist in . . . any publication of the United States Government, or any reprint, in whole or in part, thereof. The publication or republication by the Government, either separately or in a public document, of any material in which copyright is subsisting shall not be taken to cause any abridgement or annulment of the copyright or to authorize any use or appropriation of such copyright material without the consent of the copyright proprietor.¹²

Another point to be noted is that the publication or republication by the Government of any copyrighted material does not abridge the copyright or authorize use of such copyrighted material without the consent of the copyright proprietor.

No publications reprinted from Government plates sold for private use shall be copyrighted.

No publication reprinted from such stereotype or electrotype plates and no other Government publication shall be copyrighted.¹³

¹¹U. S., Congress, Joint Committee on Printing, Courtesy Credit Lines, Copyright Lines, and Art-Work Signatures, Printing and Binding Regulations 1959, 14, 20.

¹²Printing Law of 1909, in U. S., Title 17 U. S. Code 7.

¹³Printing Law of 1895, in U. S., Title 44 U. S. Code 58.

The names of officers or officials of Government Departments or establishments cannot be printed on official stationery except after approval has been obtained from the Joint Committee.

Stationery personalized.--The printing of names of officers or officials of executive departments or establishments on official stationery may be accomplished only after approval by the Joint Committee on Printing. Addresses should be omitted in order to allow greatest distribution and prevent the creation of "frozen" stocks frequently caused by address changes.¹⁴

Quantities Printed or Ordered

The Government Printing Office is required by section 90 of the act of January 12, 1895 (44 U. S. Code 215) to send to each Department five copies of all public bills and resolutions introduced into or passed by Congress.

Each Department is also required to examine the Congressional Record to see which bills and reports will be needed and to order them at once.

The procedure now is for each bureau, at the beginning of the fiscal year to place with the Government Printing Office one open requisition covering such items. Daily, or when required, a list of Congressional documents needed is sent to the Government Printing Office, indicating number, title and quantities desired. If an unusually large quantity is needed of a specific bill or act (such as a new military pay bill) a special requisition is prepared.

The act of March 3, 1925 (43 Stat., 1106) repealed the provision of the act of January 12, 1895 which limited the

¹⁴ U. S., Congress, Joint Committee on Printing, Stationery, Printing and Binding Regulations 1959, 41.

number of certain reports to 1,000. Therefore, unless the number of copies of a document is now specifically stated in some existing law, there is no legal limitation on the quantity that may be printed.

Annual Reports

Unless otherwise provided by law, the annual report of a department is made to Congress at the commencement of each regular session and covers the preceding fiscal year.

Except where a different time is expressly prescribed by law, the various annual reports required to be submitted to Congress by the heads of departments shall be made at the commencement of each regular session, and shall embrace the transactions of the preceding year.¹⁵

The annual reports were for many years printed. The Public Printer was required to deliver such reports to Congress at its first meeting.

The annual reports of the Executive Departments and the accompanying documents shall be delivered by the Public Printer to the proper officers of each House of Congress at the first meeting thereof; and the reports of the Executive Departments, and the abridgement of accompanying documents, shall be so delivered on or before the third Wednesday in December next after the meeting of Congress, or as soon thereafter as may be practicable. Of the annual reports of the departments to Congress there shall be printed one thousand copies for the Senate and two thousand copies for the House: Provided, That of the reports of the Chief of Engineers of the Army, the Commissioner of Patents, the Commissioner of Internal Revenue, the report of the Chief Signal Officer of the War Department, and of the Chief of Ordnance, the usual number only shall be printed.¹⁶

A provision in appropriation acts in 1934 authorized the departments to discontinue printing annual or special reports. This

¹⁵U. S., Congress, Requirements as to Printing Department Reports, R. S. 195, Title 5 U. S. Code 106.

¹⁶Printing Law of 1864, in U. S., Title 44 U. S. Code 212.

There is a small number of copies of the manuscript in the hands of private collectors. It is not known whether any of these copies are in the hands of the original owners or their descendants.

Notes

The manuscript is written in the hand of the original owner, and is in the hands of his descendants. It is not known whether any of these copies are in the hands of the original owners or their descendants.

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provision has been continued in each subsequent year. The Department of the Navy discontinued printing the extended reports previously submitted and prints only a brief report of the Secretary of the Navy.

Prior to 1934, the Annual Report of the Paymaster General was printed and made part of the Annual Report of the Secretary of the Navy. Accompanying such report were appendices containing tables showing Naval Expenditures. These figures were needed by various committees of Congress, Bureau of the Budget, and administrative officials in the Department of the Navy. Subsequent to discontinuance of the Annual Report of the Paymaster General, the tables were printed in a volume known as "Naval Expenditures."

The dates on which the "copy" for annual reports and accompanying documents must be furnished to the Public Printer are fixed by law.

The appropriations made for printing and binding shall not be used for any annual report or the accompanying documents unless the manuscript and proof therefor is furnished to the Public Printer in the following manner: Manuscript of the documents accompanying such annual reports on or before the 1st day of November of each year; manuscript of the annual reports on or before the 15th day of November of each year; complete revised proofs of the accompanying documents on the 1st day of December of each year and of the annual reports on the 10th day of December of each year; and all of said annual reports and accompanying documents shall be printed, made public, and available for distribution not later than within the first five days after the assembling of each regular session of Congress. The provisions of this section shall not apply to the annual reports of the Smithsonian Institution, the Commissioner of Patents, the Comptroller of the Currency, or the Secretary of the Treasury.¹⁷

¹⁷ Printing Law of 1916, in U. S., Title 5 U. S. Code 108.

CHAPTER VI

SUMMARY

Efforts in the department and in the field have been concentrated on the mechanics of production and its suitability for production processes; on the manufacturing of copies; and on the physical distribution of those copies to intermediate stocking points and to the ultimate addressees.

Through more intensive training of production personnel and greater utilization of new production equipment and techniques, a maximum efficiency point can be achieved where production is concerned. It is doubtful, however, as to whether maximum production efficiency can ever match the "ever expanding universe" of publications requirements. The volume of publications and printing required continues to grow. Historically, the necessity for this volume of work appears to be so urgent that it will be done regardless of any controls that are established, now or in the future.

The Department of the Navy has specialized in production and assistance in procurement. Except for forms and certain types of periodicals, the Navy produces or assists in procuring any publication that is requisitioned, without any question as to its necessity and without performing what could be one of the most important and useful functions--that of eliminating duplication. The first real progress in publications management

will be made when they begin to examine what is being produced or purchased with the same interest that must now be evidenced in how the material is produced or purchased. A related step will be in the examination of the real effectiveness and end use of all publications, so that distribution, content, format, and the number of copies produced will be based on factual information rather than on suppositions and past experience only. To a military establishment, past experience may be completely misleading.

Major economies can be effected by reducing volume and variety through before-the-fact examination and by reducing quantities through the establishment of distribution standards. The Agencies are charged with the responsibility for preventing or eliminating duplication. This responsibility should begin with eliminating duplication of effort in writing, editing, illustrating, research, and related services, which costs five times as much as printing production.

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